



Road Maintenance Consultancy

A. Introduction

The Millennium Challenge Corporation (MCC) is a United States government-owned corporation responsible for the stewardship of the Millennium Challenge Account (MCA). MCC works with developing countries to promote sustainable economic growth to reduce poverty.

Selected countries develop specific investment programs in furtherance of the goal of economic development to be funded by MCC over a five year period and implemented by the country partner. After a Compact is signed, MCC has oversight responsibility for Compact implementation and retains consultants to assist with its implementation responsibilities.

B. Scope of Work

MCC seeks a Consultant, specializing in infrastructure (preferably roads) maintenance and the planning, funding, management, and execution thereof, fluent in French and English and with excellent writing, presentation and analytical skills.

C. Objective

The objective of the consultancy is to support the Roads Project of the MCC Compact with the Government of Burkina Faso (GoBF) and, more specifically, the following activities: (i) Capacity Building and Technical Assistance for Road Maintenance; and (ii) Incentive Matching Fund for Periodic Road Maintenance (IMFP), all as more fully described in the attached Appendix.

D. Tasks

Duties will include (but are not limited to) the following:

- 1) Provide technical assistance, project management coordination, and facilitation on complex project issues on the road maintenance activities of the Roads Project that relate to project milestones, conditions, and deliverables.
- 2) Review and assess the work completed to date on the road maintenance activities, including the IMFP feasibility study and implementation report and road maintenance plan prepared for the GoBF, the state of organization and operational capacity of the Road Fund, the effectiveness to date of capacity building of the road maintenance organizations and further requirements, and the overall preparedness to proceed with the subsequent phases of the project.
- 3) Review best practices in road maintenance funding and utilization of mixed funding sources – user fees, government funding, donor funding – to support routine and periodic maintenance; identify and summarize successful transitions to self-funding of road maintenance.
- 4) Assist with the elaboration and finalization of the design of the incentive matching fund for periodic road maintenance, the funding schedule and conditions of release of funds, as well as the appropriate organizational design, financial and administrative procedures, and operational guidelines of the fund.
- 5) Assist in the review of relevant construction standards and in the preparation, review, and negotiations of maintenance contracts (including designs, specifications and bills of quantity) to ensure compliance with

agreed procurement guidelines and in such a way that progress toward Compact targets and adherence to Compact timelines are ensured.

- 6) Assist with the planning and implementation and review of procurement, contract and financial management systems for road maintenance and of management information systems to support sound planning and investment decisions for road maintenance
- 7) Conduct site visits to project areas as may be required during critical points in the project lifecycle related to road maintenance construction preparation, construction mobilization, active construction, and completion of the works to ensure implementation in accordance with agreed guidelines and standards.
- 8) Provide input to the scope of technical and financial audits to be conducted of the road maintenance activities and organizations and review the resulting audit reports.
- 9) Ensure the application of best practices in the planning, funding and management of the road maintenance activities under the Compact with GoBF that take into account environmental and social aspects and other MCC requirements as it relates to roads maintenance activities.
- 10) Provide technical support and backstop technical assistance provided by others for planning, funding, and management of road maintenance with a focus on operationalization and execution of the IMFP.
- 11) Work in coordination as may be required with other consultants to MCC and/or to MCA-Burkina Faso.
- 12) Perform other related duties as required.

Specific tasks will be assigned to the Consultant through technical directives from MCC.

E. Deliverables

During the term of the consultancy, MCC will periodically issue technical directives for specific assignments, each of which will describe the required deliverables. Deliverables may include some or all of the following:

- Reports, reviews, and analyses as may be required under the above tasks according to MCC Compact timelines and project lifecycles
- Reviews of road maintenance organizations and capacity to execute mandates
- Design of road maintenance funding plans and financial arrangements
- Reviews of maintenance plans, terms of reference for technical assistance, and delivery of technical assistance to road maintenance organizations
- Comments on periodic maintenance designs and related bidding documents
- Reviews of bids and contracts for periodic maintenance
- Site inspection reports related to active road maintenance works
- Reviews of maintenance funding and technical and financial audits thereof
- Final report related to road maintenance and workings of incentive matching fund

F. Period and Place of Performance

The consultancy will be for an initial base period of one year with two renewable one year option periods, if required. The Consultant will work from its home office and/or MCC headquarters in Washington DC or in Burkina Faso as may be required. The Consultant must be prepared to travel as may be required to meet the requirements of the consultancy.

G. Evaluation Criteria

Technical Capability

- University graduate with degree in civil engineering, project and/or construction management, or business and/or finance (a postgraduate degree will be considered an advantage)

- At least ten years of professional experience, including at least five years in the field of infrastructure maintenance planning, funding, and management
- Field experience in Francophone Africa on infrastructure projects, their planning, development, funding, procurement, construction and maintenance
- General knowledge of road construction and road maintenance and best practices in technical, financial, environmental and social aspects of road construction and maintenance
- Specific knowledge of road maintenance planning, funding, management, and technical assistance
- Advanced level in written, reading and oral French and Advanced level in written, reading and oral English

G. How to Apply

Interested parties should submit by email to recruitment@mcc.gov the following package: 1) Resume, 2) Brief cover letter that addresses the evaluation criteria and provides three professional or academic references, and 3) Salary history with proposed hourly billing rate. Please include “IMFP–Burkina Faso” in the subject line of your email. **This announcement will expire on October 15, 2011.**

APPENDIX

A. BACKGROUND

On January 23, 2004, the United States Government established the Millennium Challenge Corporation (MCC) as a means of executing a new foreign assistance program. MCC, a US government corporation, is based on the principle that aid is most effective in countries that promote good governance, economic freedom, and investments in people. MCC's mission is to reduce poverty by supporting sustainable economic growth in developing countries which create and maintain sound policy environments. MCC is designed to support innovative strategies and to ensure accountability for measurable results. Since 2005, MCC has invested \$8.2 billion in grant agreements (Compacts) with 23 countries.

In July 2008, the MCC and the Government of Burkina Faso (GOBF) signed a five-year, \$480.9 million Compact to fund a Program designed to help reduce poverty through targeted agricultural, transportation and social infrastructure interventions. The Compact entered into force in July 2009 and runs for the five year period ending July 2014.

A.1 Program Objectives

The Compact Goal is to reduce poverty through economic growth in Burkina Faso. The Program consists of the following four (4) projects: (a) Rural Land Governance Project; (b) Roads Project; (c) Agricultural Development Project; (d) Bright 2 Schools Project. These projects seek to achieve the following objectives: (i) increase investment in land and rural productivity through improved land tenure security and land management; (ii) expand the productive use of land in order to increase the volume and value of agricultural production in Project zones; (iii) enhance access to markets through investments in the road network; and (iv) increase primary school completion rates for girls. The detailed description of the Compact Projects can be found at www.mcc.gov.

A.2 Compact Implementation Structure

As described in the Compact, the Millennium Challenge Account – Burkina Faso (MCA-BF) is the entity accountable for overall management of the Compact's implementation. MCA-BF is a legal entity governed by a Board responsible for making key strategic decisions and providing oversight, and is ultimately responsible for Program success or failure. Day to day operations are conducted by the MCA-BF management unit. MCA-BF has engaged the services of a Procurement Agent and a Fiscal Agent. The Procurement Agent is responsible for overseeing all procurements. The Fiscal Agent is the sole entity and signatory to the MCA-BF bank account and is responsible for signoff on all payments to vendors, which are made from the US Treasury.

MCA-BF manages the transportation infrastructure activities of the Compact, and has retained the services of a Project Management Consultant (PMC) to oversee the work performed by firms selected to prepare feasibility studies, environmental impact assessments, resettlement action plans, and final designs, and to supervise construction. The PMC essentially supports the MCA-BF on all aspects of the Roads Project implementation.

In undertaking these activities, MCA-BF also collaborates with GOBF organizations responsible for the road sector. These organizations will provide advice to MCA-BF on the development and implementation of the Project, but the sole responsibility for the delivery of the services will be through MCA-BF. These organizations are described below.

Ministry of Infrastructure and Development (MID) -- MID is the principal institution responsible for the effective and sustainable management of the road network in Burkina Faso. As such, it plays a central role in coordinating and regulating activities of the road agencies including the General Directorate of Roads (Direction Generale des Routes) and the General Directorate of Rural Access Roads (Direction Generale des Pistes Rurales).

General Directorate of Roads (DGR) -- DGR is charged with the responsibility for the administration, development and maintenance of the classified road network in the country.

General Directorate of Rural Access Roads (DGPR) -- DGPR is responsible for administration, development and maintenance of rural access roads and related facilities.

Road Maintenance Fund (FER-B) -- A quasi-government agency responsible for coordinating and administering the planning, funding and construction of road maintenance works.

A.3 Roads Project Description

The road activities to be implemented under the Compact include the following:

Road Segment	Length (km)	Proposed Intervention	Compact Activity
1. Dedougou – Nouna – Mali Border (RN 14)	145	Rehabilitation and upgrading of primary road to bitumen road standard	Studies, Designs and Construction
2a. Sabou – Koudougou – Didyr (RN 13/ RN 21)	76	Rehabilitation and upgrading of primary road to bitumen road standard	Studies, Designs and Construction
2b. Didyr – Tougan (RN 21)	84	Rehabilitation and upgrading of primary road to bitumen road standard	Studies and Designs only
3. Banfora – Sindou (RR 21)	50	Rehabilitation and upgrading of primary road to bitumen road standard	Studies, Designs and Construction
4. Rural Access Roads – Comoe – Leraba – Kenedougou	151	Rehabilitation/construction of rural access roads	Studies, Designs and Construction
5. Rural Access Roads – Sourou	30	Rehabilitation/construction of rural access roads	Studies and Designs only

In addition, the Compact funds a series of technical assistance activities aimed at strengthening the road maintenance sector:

- Development of a five-year Road Maintenance Program
- Institutional development, including training to establish and implement procurement and contract management system for DGR and FER-B
- Strengthen the management information systems of FER-B to support sound planning and decision making
- Provide training to the private sector contractors that are involved in the road maintenance works in best practices, policies, guidelines and standards for doing business with FER-B
- Planning and implementation of the Incentive Matching Fund for Periodic Road Maintenance

The scope of work sought under this ToR is focused on the Road Maintenance Program and the Incentive Matching Fund.

B. ROAD MAINTENANCE

B.1 Program Objectives

The Roads Project will invest in strengthening periodic road maintenance in Burkina Faso. During Compact development, it became evident that investing in expanding the national road network would only be sustainable if accompanied by support to a long-term road maintenance program in the country. Building on the established institutional framework and ongoing donor support for road maintenance, MCC supports capacity building and technical assistance to improve the planning and implementation of road maintenance as well as funding for an Incentive Matching Fund for Periodic Road Maintenance (IMFP).

B.2 Capacity Building and Technical Assistance for Road Maintenance

The Road Fund is charged with managing road maintenance contracts, monitoring maintenance progress, and verifying works completed. The DGR and DGPR are responsible for conducting the procurement and contracting for roads maintenance. Although these institutions must work together to ensure successful implementation of the Road Fund, there has been limited capacity among all three institutions to conduct procurements, contract management, and works verification. The purpose of this activity is to strengthen the institutional capacity of the DGR, DGPR, and the Road Fund (FER-B) to meet their road maintenance objectives. MCC will fund the following capacity building and technical assistance activities to ensure the necessary conditions for long-term road maintenance as well as the short-term conditions for the effective implementation of the IMFP:

1. Development of a five-year road maintenance plan for both routine and periodic maintenance for the classified road systems based on objective assessment of the road conditions using international accepted best practice. The maintenance plan will be updated annually and will: (i)

prioritize the list of the roads to be maintained in a specified year; (ii) determine target annual budgets for routine and periodic maintenance for five-year periods; (iii) make projections on maintenance funding from fuel levy, tolls and the donor community with clear identification of the potential funding gaps; (iv) develop an implementation plan on how the Road Fund will execute road maintenance program through the course of the five years; and (v) provide training in, and use of, standard economic planning tools such as the Roads Economic Decision (RED) Model, the Deterioration of Engineered Unpaved Roads (DETOUR) Model, and the Road Network Evaluation Tools (RONET) Model.

2. Strengthening of the management of the Road Fund to ensure it carries out its mandate through: (i) training of technical staff through short-term seminars, international educational scholarships and study-tours; (ii) development of a strong management and technical/engineering team; (iii) development of an integrated financial/accounting planning, management procedures, reporting and control; and (iv) ex post financial auditing and verification procedure.

3. Development of operational capacity in the Road Fund, DGR and DGPR by: (i) improving the procurement system; (ii) establishing an effective contract management system to ensure maintenance contracts are executed efficiently and payments are made to contractors upon satisfactory performance of the works; (iii) developing an effective performance monitoring and verification system based on pre-established maintenance performance standards; and (iv) ensuring the relevant technical and environmental and social standards used for periodic maintenance works are in compliance with MCC guidelines.

4. Provide targeted support to private sector contractors active in the road maintenance industry so that they are well integrated in the business process of the road maintenance through: (i) training in the procurement, contracting, and performance standards, etc. to be applied in executing road maintenance works; (ii) training in environmental/social and relevant MCC/MCA-BF technical guidelines to be adhered to in road maintenance works; and (iii) training in best practices in the execution of road maintenance.

B.3 Incentive Matching Fund for Periodic Road Maintenance

Historically, periodic maintenance has been financed almost entirely by donor contributions. Because periodic maintenance usually occurs less frequently and involves more significant engineering and design work than routine maintenance, costs are significantly higher. Given the high cost of periodic maintenance, securing funding has been challenging for the GOBF and the road network risks deterioration. In discussion with other donors, MCC has developed a mechanism designed to encourage the GOBF to begin to plan for funding periodic maintenance and to gradually wean itself from dependence on donor contributions.

The IMFP is a matching funds mechanism designed to support sustainable periodic maintenance on the full road network in Burkina Faso. The IMFP will match year-on-year increases in the GOBF's dedicated funding of periodic maintenance subject to the following conditions: (i) successful completion of the five-year road maintenance plan for both routine and periodic maintenance; (ii) establishment of effective long-term planning capacity to identify priorities for periodic maintenance including training in, and use of, the economic planning models identified

above; (iii) improvement in the operational capacity to transform funding into actual road maintenance through improvements in management, procurement, contracting, and payments systems, and in technical and environmental and social standards in compliance with MCC guidelines, as well as ensuring that the Road Fund is fully staffed and operational; (iv) integration of private sector contractors active in the road maintenance industry through completion of the training and educational seminars described above; and (v) creation of a transparent method of funding periodic maintenance for which, for example, a line item in the budget can be identified.

By being able to readily identify the government's commitment to periodic maintenance and to establish an upward trend in this commitment, all parties (including the government and other donors) will find it easier to achieve the momentum needed to reach full funding of periodic maintenance. MCC will also fund, as part of its technical assistance, a study to develop the administrative and implementation modalities of the IMFP and to define specific technical, environmental and financial auditing requirements that will be used to verify that the funding and actual periodic maintenance targets are met. These activities are to be phased along the following lines:

Phase 1: With MCC and other donor support, the Road Fund is fully staffed and operational, a five year road maintenance plan is in place, and other conditions identified above have been met. Phase 1 ends when the GOBF requests a technical audit to confirm that the capacity has been put in place to undertake periodic maintenance. The technical audit would also verify the results of the economic analysis used to determine the highest priority roads for periodic maintenance. A fiscal audit would establish the increase in year-on-year government funding of periodic maintenance.

Phase 2: With completion of the technical and fiscal audits, the year-on-year increase in GOBF periodic maintenance funding will be matched through the IMFP according to the specified "gearing" ratio for that year. At the end of each year, a fiscal audit will confirm the GOBF contribution to periodic maintenance and a technical audit will confirm that previous periodic maintenance funds have been spent, consistent with appropriate environmental and social requirements and full feasibility studies. The definition of effective use of funds is that contracts have been signed, and that contractors have been mobilized to undertake the maintenance. Visual inspections of the worksites will be undertaken to confirm that the work is on schedule. This process would repeat annually until the IMFP is exhausted, or until the final year of the Compact, at which point any remaining funds in the IMFP are forfeited.

The studies, implementation of the inter-related technical assistance, and design of the IMFP will be conducted by the PMC and are generally conditions precedent to the funding for works.